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Message Text

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ORIGIN ARA-14

INFO OCT-01 DHA-02 ISO-00 SIG-01 ORM-02 CIAE-00
DODE-00 PM-04 H-01 INR-07 L-03 NSAE-00 NSC-05
PA-01 PRS-01 SP-02 SS-15 USIA-06 AID-05 IO-13
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DRAFTED BY ARA:GLISTER:FBL
APPROVED BY ARA:WHLUERS
ARA:FJDEVINE (DRAFT)
D/HA:MSCHNEIDER (DRAFT)
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FM SECSTATE WASHDC
TO ALL AMERICAN REPUBLIC DIPLOMATIC POSTS
USCINCSO

C O N F I D E N T I A L STATE 141243

FOR THE AMBASSADOR FROM TODMAN

E.O. 11652: GDS

TAGS: SHUM

SUBJECT: PREPARING AND IMPLEMENTING HUMAN RIGHTS EVAL-
UATION REPORTS

REF: STATE 140421

1. IN PREPARING AND IMPLEMENTING THE HUMAN RIGHTS EVAL-
UATION REPORTS, I URGE MAJOR EMPHASIS ON A CONSTRUCTIVE,
RATHER THAN PUNITIVE, APPROACH TO MAIN OBJECTIVE: IMPROV-
IG HUMAN RIGHTS SITUATION WITHOUT UNDUE DAMAGE TO OTHER
KEY U.S. INTERESTS (E.G., NATIONAL SECURITY). I THINK
THERE SHOULD BE NO DOUBT THAT USG CAN INFLUENCE LATIN
AMERICAN HUMAN RIGHTS PERFORMANCE. WE ALREADY HAVE TO SOME
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EXTENT. BUT WE SHOULD ALSO KEEP IN MIND THAT SIG-
NIFICANT PROGRESS CAN BE ACHIEVED ONLY BY SUSTAINED
COMMITMENT OVER THE LONG HAUL, WITHOUT EXPECTATION OF
QUICK, EASY SUCCESS OR DISCOURAGEMENT OVER INEVITABLE
FAILURE. CLEARLY HUMAN RIGHTS PROBLEMS ARE TOO COMPLEX
AND VOLATILE FOR PERCISE

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GAME PLANS AND TIMETABLES. FLEXIBILITY
AND REALISM ARE ESSENTIAL.

2. FOLLOWING ARE SOME GOALS WHICH ARA WILL BE SEEKING
TO ACHIEVE HEJE. YOUR COMMENTS AND RECOMMENDATIONS ARE
INVITED, EITHER NOW OR WHEN RESPONDING TO EVALUATION
REPORT DRAFTS PREPARED HERE.
A. A MORE GENEROUS AND EFFECTIVE USG RESPONSE TO LATIN
AMERICAN NEEDS FOR INCREASED AID AND TRADE BENEFITS.
AS I SAID DURING MY MARCH 22 CONFIRMATION HEARING:
'EVERYTHING ELSE BEING EQUAL, HUMAN RIGHTS HAVE A BETTER
CHANCE
TO FLOURISH IN A SOCIETY WHICH IS MAKING SIGNIFICANT

ECONOMIC PROGRESS THAN IN ONE AFFLICTED BY WIDE-
SPREAD UNEMPLOYMENT, POVERTY, DISEASE AND ECONOMIC
STAGNATION. THIS MEANS THAT IF WE REALLY CARE ABOUT
HUMAN RIGHTS IN LATIN AMERICA WE MUST BE READY TO GO

BEYOND ADVICE AND EXHORTATION AND BE WILLING TO PROVIDE
LATIN AMERICA WITH THE KIND OF RESOURCE TRANSFERS WHICH
WILL AFFORD AN OPPORTUNITY FOR THE KIND OF ECONOMIC,
SOCIAL AD POLITICAL DEVELOPMENT I HAVE JUST DISCUSSED.
THIS IS A KEY ISSUE AND IT WILL NOT GO AWAY."

B. TO THE EXTENT POSSIBLE (E.G., WITH ALL APPROPRIATE
ALLOWANCES FOR SECURITY CONSIDERATIONS), A USG APPROACH
TO HUMAN RIGHTS VIOLATIONS AROUND THE WORLD WHICH IS CON-
SISTENT AND EVEN-HANDED WITHOUT UNDUE EMPHASIS ON ONE OR
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ANOTHER REGION. ADMITTEDLY, U.S. SECURITY INTERESTS ARE
GREATER IN SOME OTHER AREAS OF THE WORLD THAN IN LATIN
AMERICA. BUT IT IS SOMETIMES ARGUED THAT WE SHOULD
PUSH HARDER IN LATIN AMERICA, AS OUR "SPHERE OF INFLU-
ENCE.' I AM CONVINCED THAT SUCH A STRATEGY AND DOUBLE
STANDARD WOULD BE COUNTERPRODUCTIVE IN THIS HEMISPHERE.

C. A LATIN AMERICAN HUMAN RIGHTS POLICY WHICH IS CO-
ORDINATED AND SUPPORTED THROUGHHOUT THE DEPARTMENT
AND OTHER BRANCHES OF THE USG, INCLUDING DEFENSE, CIA,
USIA, TREASURY, LABOR, ETC.

D. A USG POLICY AS RESPONSIVE AS POSSIBLE TO INDIVIDUAL
GOVERNMENT PERFORMANCE (E.G., WHEN A REGIME WITH A POOR
HUMAN RIGHTS RECORD IMPROVES ITS PERFORMANCE SIGNIFICANTLY
WE SHOULD RESPOND WITH DEEDS AND WORDS).

E. A FORTHRIGHT, COOPERATIVE DEPARTMENT RELATIONSHIP
WITH CONGRESS ON LATIN AMERICAN HUMAN RIGHTS ISSUES,

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WITH A MINIMUM OF BUREAU "CLIENTISM." A MAJOR EFFORT
TO PERSUADE CONGRESS TO PURSUE THE COURSE WE BELIEVE MOST
LIKELY TO RESULT IN IMPROVED LATIN AMERICAN HUMAN RIGHTS
SITUATION.

F. PRESENTATION OF USG VIEWS, BOTH PUBLICLY AND IN
PRIVATE REPRESENTATIONS TO LATIN AMERICAN GOVERNMENTS,
WITH TACT, MODESTY AND UNDERSTANDING OF THE COMPLEXITY
OF HUMAN RIGHTS PROBLEMS, AND WITHOUT ANYTHING SMACKING
OF PATERNALISM OR CONDESCENSION.

G. DISCUSSION OF HUMAN RIGHTS ISSUES, WHENEVER APPRO-
PRIATE, IN DEPARTMENTAL CONVERSATIONS AND MEETINGS WITH
VISITING HIGH-RANKING LATIN AMERICAN OFFICIALS, INCLUDING
MILITARY GROUPS, SO AS TO REINFORCE OUR CONCERNS VOICED
IN THE FIELD. TIMELY REPORTING TO THE FIELD OF ALL
RELEVANT HUMAN RIGHTS CONVERSATIONS, INCLUDING THOSE
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WITH LATIN AMERICAN EMBASSIES.

H. INCREASED DEPARTMENT CONSULTATION AND COOPERATION
WITH LATIN AMERICAN AND EUROPEAN GOVERNMENTS WHICH SHARE
OUR INTEREST IN LATIN AMERICAN HUMAN RIGHTS ISSUES.
WE HOPE FOR REGULAR CONSULTATION WITH VATICAN.

I. USG SUPPORT "OR STRENGTHENING THE IAHRC.

J. MORE EFFECTIVE DEPARTRMENT CONTACT AND COOPERATION
WITH HUMAN RIGHTS GROUPS IN U.S. ACADEMIC AND RELIGIOUS
COM?UNITIES, AS WELL AS WITH INTERNATIONAL ORGANIZATIONS
SUCH AS AMNESTY INTERNATIONAL, THE ICJ, ETC.

K. IN THE PREPARATION OF AID PROGRAMS, CAREFUL CON-
SIDERATION OF WAYS TO HELP THE RURAL AND URBAN POOR
TO GAIN ACCESS TO RIGHTS AND PROTECTIONS PROVIDED BY
LAW, TO STIMULATE GREATER PARTICIPATION BY THE POOR
I DECISION MAKING, ETC.

L. A REVIEW OF USIA AND VOA LATIN AMERICAN PROGRAMS,
TO INCREASE THEIR EFFECTIVENESS IN ACHIEVING HUMAN
RIGHTS OBJECTIVES.

3. THE FOLLOWING ARE RECOMMENDED AS SOME IMPORTANT
OBJECTIVES IN THE FIELD:

A. ALL BRANCHES OF EMBASSIES AND CONSULATES SHOULD
HAVE CLEAR UNDERSTANDING OF USG HUMAN RIGHTS POSITION.
DEFENSE ATTACHES, STATION CHIEFS, CONSULS, ETC., SHOULD
CONVEY CONSISTENT VIEWS TO THEIR COUNTERPARTS. SUCH

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VIEWS SHOULD BE REPRESENTED AS THOSE OF USG, NOT REPEAT NOT JUST OF WHITE HOUSE, CONGRESS, STATE DEPARTMENT, ETC., ANY FIELD QUESTIONS AND MISGIVINGS REGARDING USG HUMAN RIGHTS POLICY SHOULD BE RAISED CANDIDLY WITH WASHINGTON.
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P. POSTS SHOULD SEEK TO PROVIDE AS ACCURATE AND PROMPT COVERAGE AS POSSIBLE OF HUMAN RIGHTS DEVELOPMENTS. IN SOME CASES IMPROVED REPORTING WILL BE OF INDIRECT BENE"IT TO HOST GOVERNMENTS, FOR EXAMPLE IN HELPING TO DISCREDIT RUMORS OR ALLEGATIONS OF VIOLATIONS.

C. EMBASSIES SHOULD MAKE AN EFFORT TO KEEP HOST GOVERNMENTS AWARE OF THE IMPORTANCE OF PERMITTING, INDEED ENCOURAGING, VISITS BY REPUTABLE HUMAN RIGHTS REPRESENTATIVES AND ORGANIZATIONS (E.G., IAHRC, AMNESTY INTERNATIONAL, THE ICJ, THE RED CROSS, ETC.)

D. POSTS SHOULD MAKE DETERMINED EFFORTS TO DEVELOP AND REPORT EXTENSIVE CONTACT WITH LOCAL HUMAN RIGHTS ADVOCATES, AND INFLUENTIAL AND ACTIVE HUMAN RIGHTS GROUPS AND INSTITUTIONS (E.G., RELIGIOUS ORDERS, LAWYERS ASSOCIATIONS, LABOR UNIONS). THESE SHOULD INCLUDE LOCAL U.S. CITIZENS, AND PARTICULARLY U.S. RELIGIOUS PERSONNEL. POSTS SHOULD SUGGEST NAMES OF HUMAN RIGHTS ADVOCATES SUITABLE FOR INVITATION TO THE U.S.

E. ALL POSTS SHOULD CONSIDER APPROPRIATE WAYS IN WHICH USG MIGHT OVERTLY ASSIST, DIRECTLY OR INDIRECTLY, LOCAL HU;AN RIGHTS ADVOCATES AND GROUPS. IN ADDITION TO INVITATIONS TO THE U.S., THIS MIGHT INCLUDE PUBLIC RECOGNITION FOR SPECIFIC ACHIEVEMENTS, ASSISTANCE OR ADVICE IN DEVELOPING GRASS ROOTS PROGRAMS SUCH AS FREE LEGAL SERVICE FOR THE POOR, ETC.

F. POSTS SHOULD SEEK TO ENSURE THAT LOCAL U.S. BUSINESS CIRCLES ARE KEPT INFORMED OF USG HUMAN RIGHTS CONCERNS, EVEN THOUGH SUCH CIRCLES MAY NOT SHARE THOSE VIEWS. SOME MEMBERS OF LOCAL U.S. BUSINESS COMMUNITIES REVEAL A TENDENCY TO IDENTIFY WITH HOST GOVERNMENTS AND TO SUPPORT, AT LEAST TACITLY, HUMAN RIGHTS VIOLATIONS.
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G. POSTS SHOULD KEEP DEPARTMENT SUPPLIED WITH NAMES OF LOCAL NATIONALS WHO HAVE REPORTEDLY SUFFERED SIGNIFICANT HUMAN RIGHTS VIOLATIONS. SOME POSTS HAVE NOT SENT LISTS OF RELEASED OR ARRESTED PERSONS IF NAMES OF THE LATTER ARE NOT OTHERWISE KNOWN TO EMBASSY. THE NAMES MAY MEAN NOTHING TO EITHER EMBASSY OR DEPARTMENT BUT WE ARE RECEIVING NUMEROUS INQUIRIES FROM CONGRESS, AMNESTY INTERNATIONAL, AND OTHER HUMAN RIGHTS GROUPS AVOUT SUCH LISTS. WE WISH TO BE AS FORTHCOMING AS POSSIBLE TO-SUCH INQUIRIES.

H. POSTS SHOULD KEEP ARA DESKS SUPPLIED WITH UP-TO-DATE HUMAN RIGHTS LAWS, CONSTITUTIONS, ETC., WITH EXPLANATIONS AND INTERPRETATIONS FROM THE LOCAL COMMUNITY WHENEVER POSSIBLE.

I. ALL POSTS SHOULD MAINTAIN A CURRENT FILE OF ALL SIGNIFICANT HUMAN RIGHTS INFORMATION, REPORTS, ETC., REGARDING HOST COUNTRY. ARA DESKS ARE BEING ASKED TO

ENSURE THAT EMBASSIES ARE SUPPLIED WITH RELEVANT INFORMATION (PRESS ARTICLES, CONGRESSIONAL HEARINGS, REPORTS, ETC.) WHICH BECOME AVAILABLE HERE.

4. IF ONLY BECAUSE OF URGENT PRESS OF BUSINESS HERE AND IN THE FIELD, I URGE THAT WORK DUPLICATION AND OTHER UNNECESSARY LOSS OF TIME AND EFFORT BE AVOIDED WHENEVER POSSIBLE IN RESPONDING TO THE DEPARTMENT'S HUMAN RIGHTS REPORTING REQUESTS. SOME POSTS HAVE ALREADY PROVIDED EXTENSIVE RELEVANT INFORMATION AND ANALYSIS. RATHER THAN REPEAT SUCH REPORTING IT IS SUFFICIENT MERELY TO REFER TO THE RELEVANT MESSAGES. VANCE

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: HUMAN RIGHTS, REPORTS
Control Number: n/a
Copy: SINGLE
Sent Date: 17-Jun-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977STATE141243
Document Source: CORE
Document Unique ID: 00
Drafter: GLISTER:FBL
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D770218-1071
Format: TEL
From: STATE
Handling Restrictions: n/a
Image Path:
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Legacy Key: link1977/newtext/t19770644/aaaabmkv.tel
Line Count: 256
Litigation Code IDs:
Litigation Codes:
Litigation History:
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Message ID: 167e827a-c288-dd11-92da-001cc4696bcc
Office: ORIGIN ARA
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 77 STATE 140421
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 15-Nov-2004 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2108857
Secure: OPEN
Status: NATIVE
Subject: PREPARING AND IMPLEMENTING HUMAN RIGHTS EVAL- UATION REPORTS
TAGS: SHUM, XM, XL
To: ALL POSTS USCINCSO
Type: TE
vdkvgwkey: odbc://SAS/SAS.dbo.SAS_Docs/167e827a-c288-dd11-92da-001cc4696bcc
Review Markings:
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Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009